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PROGRAMME PLANNING

Country and intercountry programmes and projects

FIFTH COUNTRY PROGRAMME FOR COLOMBIA

Programme period	Actual resources programmed	$
1992-1996	IPF for 1992-1996	11 700 000
	Carry-over from fourth cycle	(1 984 000)
	Cost-sharing	62 266 000
	Total	71 982 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic situation

1. During the 1980s, Colombia stood out among in the Latin American countries by attaining a real growth rate of the gross domestic product (GDP) of nearly 3 per cent a year, maintaining real per capita income and making progress in the fight against poverty, in a democratic environment.

2. Despite these circumstances, it was becoming increasingly evident that the economic development model based on import substitution had become obsolete. Various analyses demonstrated the inability of such a model to provide growth rates of over 3 per cent in the future, its negative impact on the productivity of economic factors, its growing limitations in promoting an equitable distribution of income and social well-being and its non-viability from the environmental point of view. At the same time it became clear that there was a crisis in the model of the State, reflected in low efficiency of a highly centralized public sector, expansion of social conflicts and the persistence of many forms of violence, aggravated by economic and political instability caused by drug trafficking and terrorism.

3. Colombia ranks 61st according to the human development index (HDI), following a significant improvement of social indicators since 1970. During the period from 1970 to 1985, Colombia's HDI grew by over 20 per cent. More recently, social investment rose from 44.1 per cent of total public investment in 1986 to 49.5 per cent in 1989. However, marked social inequalities persist: over 30 per cent of households live in conditions of poverty, 25 per cent of the population has no access to health services, the infant mortality rate is estimated at 35 per thousand, and there are low rates of school attendance (5.2 years of schooling on average) and significant signs of inequality between regions. A noteworthy aspect in Colombia is the reduction of the disparity in social status between men and women and the high degree of participation by women in the labour force and political affairs. However, situations that are detrimental to women persist, and are reflected in particular in lower relative incomes, greater vulnerability to unemployment and high rates of hospitalization and mortality resulting from complications of pregnancy, childbirth and induced abortion.

4. In these circumstances, and as a result of broad national consensus, Colombia in recent years has undertaken an ambitious range of actions designed to transform the old model of economic and social development and the political and institutional structures. These actions have led to a rapid process of transformation, with the most significant changes becoming apparent in 1991:

(a) Political and institutional change is essentially based on the new Constitution which was recently promulgated. The Constitution places emphasis on civic rights, modernizes the structure of the State at all levels, reorganizes the system of administration of justice, strengthens decentralization, promotes a broad, participatory and tolerant democracy, and lays solid foundations for coexistence and peace;

(b) The new model of economic and social development seeks to create the foundations for growth that is more dynamic and more equitable. It is hoped that this model will yield annual growth rates of more than 5 per cent after 1993, along with substantial improvements in the quality of life, particularly in the fields of education, health, nutrition and basic sanitation.

B. National development objectives and strategies

5. The Government has embarked on a process of all-round liberalization as a central strategy for economic and social development during the period 1990-1994. This strategy seeks to modernize the production structure and actively link the country with the international markets for production resources and goods and services, and would be based on and result in an improvement in the quality of life, political and institutional restructuring (including a significant process of decentralization extending to political, institutional and fiscal aspects) and sustainable environmental development.

6. In line with this concept, the priority areas of the national development policy on the basis of which national efforts and international technical and financial cooperation would be combined are:

(a) Liberalization in respect of social development. Social investment by the Government is aimed at improving the quality of human resources so as to increase supply, enhance competitiveness and at the same time achieve a substantial improvement in the quality of life. The programmes are targeted selectively to the poorest regions and groups, which by definition are those with the lowest levels of economic participation. Their objective is to achieve universal coverage of basic social services, improve the quality of those services, modernize the institutional structure and optimize financing mechanisms;

(b) Economic liberalization. The objective of liberalizing the economy is for external competition to spur industrial and agricultural productivity, technological progress and greater competitiveness of Colombian products in external markets. This would promote a new economic dynamism which, backed by a range of programmes of institutional support, would lead to an increase in productive investment in the sectors with the greatest potential for growth and international development;

(c) Political, institutional and regional liberalization. Political liberalization would include the creation of a new type of participatory democracy, democratic tolerance and respect for human and civic rights. Institutional liberalization involves reorganization of administrative levels on the basis of criteria of efficiency and comparative advantage in delivering public services, and the reduction of State involvement in activities which can be carried out more efficiently by the private sector. Regional liberalization is ensured by the transfer of effective power and responsibilities to the local levels, in accordance with the degree of municipal development, including activities for the institutional and financial strengthening of territorial bodies;

(d) Liberalization at the environmental level. In order to ensure the sustainability of the new productive momentum and the goals for the quality of life, the liberalization model accords priority to developing the exceptional ecological wealth of the country in respect of biodiversity, capacity for photosynthesis, water resources and the seabed. At the same time, it aims to confront the serious problems associated with deforestation, meeting basic needs for water and management of watersheds, waste water and sewage. To that end, it includes the formulation of a model of environmental management designed to overcome the weakness, dispersion, centralization and inefficiency of the institutions for research, development and control. The new model includes the establishment of a specialized ministry and a modern institutional system that is multisectoral and decentralized.

II. EXTERNAL COOPERATION

A. Role of external cooperation

7. The Government has the capacity to lead and carry out the proposed development strategy. However, it is aware of the need to strengthen this capacity in the face of such basic difficulties as isolation from the international context as a result of protectionism, the institutional rigidity brought about by previous ideas about the State, and communication difficulties at the local and community level as a consequence of centralism. The Government believes that international cooperation can help it to overcome these difficulties in the shortest possible time.

8. In 1989, Colombia received technical cooperation and non-reimbursable loans amounting to $63.5 million, including cost-sharing in the context of multilateral cooperation. Of this amount, 38.4 per cent was provided by United Nations bodies: 14.5 per cent by UNDP; 9.4 per cent by the World Bank; 5.4 per cent by the World Food Programme (WFP); 5.2 per cent by the United Nations Children's Fund (UNICEF); and 3.9 per cent by other bodies; 4.7 per cent came from other multilateral organizations such as the Inter-American Development Bank (IDB) and the Organization of American States (OAS), and 56.9 per cent came from bilateral cooperation partners: 22.6 per cent from Canada, 19.6 per cent from Italy, 10 per cent from the Netherlands and 4.7 per cent from others. Technical cooperation was distributed by sector as follows: renewable natural resources and agriculture - 43 per cent; social development in education, health and vulnerable groups - 19 per cent; regional development and disaster prevention/relief - 18 per cent; industry, trade and technological development - 7 per cent: State management and planning activities - 5 per cent; non-renewable natural resources - 4 per cent; crop substitution - 2 per cent; support for the judicial system and human rights - 2 per cent.

9. The country has been cautious in its use of external credit: the external public debt went from 38.3 per cent of GDP in 1986 to 33.7 per cent in 1990. Taking into account past trends, the country's debt-carrying capacity and its financial needs, the Government has elaborated an external

credit programme for the period 1992-1995 which estimates disbursements of $2,944,000,000 from the following sources: commercial banks - 33 per cent; IDB - 31 per cent; World Bank - 18 per cent; suppliers - 10 per cent; and Governments - 8 per cent. The credits are distributed by sector as follows: social infrastructure - 34.5 per cent; transport and irrigation infrastructure - 16.6 per cent; environment - 4.7 per cent; and other sectors such as production, science and technology and decentralization - 42.2 per cent.

10. It should be noted that the "Special Programme of Cooperation" formulated by the Government in collaboration with UNDP to obtain international support for Colombia's development, as compensation and support for the country's enormous effort in the fight against drug trafficking, resulted in additional commitments of technical cooperation and financial resources from bilateral and multilateral sources totalling nearly $400 million for the period 1991-1993.

11. Colombia provides technical cooperation to other countries of the region in such areas as social development and poverty reduction, national disaster prevention and relief systems, the establishment of governmental human rights machinery, decentralization, crop substitution, small businesses, worker training, hydroponics and telecommunications. Much of this cooperation has been carried out through the mechanism of technical cooperation among developing countries (TCDC).

B. Coordination arrangements

12. The National Planning Department (DNP) is the institution responsible for coordinating international cooperation, ensuring its linkage with national and sectoral development plans and providing the necessary national resources for project implementation. The Ministry of Foreign Affairs participates actively in the management of technical cooperation in the field of foreign policy, and various other Ministries have units specifically involved in the coordination of sectoral cooperation activities. The DNP and the Ministry of Foreign Affairs have strengthened their capacity to promote and administer international cooperation with the support of UNDP.

13. The DNP has begun to formulate and execute, for the first time, a National Plan for International Technical Cooperation. The present programme is closely linked to that Plan. UNDP will support activities for the preliminary and final design of the plan of the International Cooperation Planning and Assessment System, using the methodology of National Technical Cooperation Assessment and Programmes (NaTCAP); these activities began at the end of 1991.

14. On the initiative of UNDP, a structure for coordination with the specialized agencies of the United Nations system has been established in Colombia to help strengthen and integrate its specialized technical cooperation. In accordance with the Government's wishes and the agreement

reached with the agencies of the system that are represented in Colombia, the fifth country programme will also provide a framework for cooperation with those agencies and for the mobilization of bilateral cooperation resources.

III. THE COUNTRY PROGRAMME

A. Assessment of current country programme

15. The traditional cooperation modality of UNDP in Colombia, which was reinforced during the fourth programming cycle, consisted of supporting the Government's efforts in all priority areas of its development policy, with a practical concentration on the critical issues of programme formulation, the conduct of interlinked activities and the mobilization of cooperation resources for national programmes.

16. The fourth programme (1987-1991) focused on strengthening national capacity for poverty reduction; modernization of the productive sectors; reform, modernization and decentralization of the State; and environmental development. The programme had indicative planning figure (IPF) resources in the amount of $13.3 million, an advance of $1.98 million from the fifth cycle and major contributions from cost-sharing and bilateral funds, for a total delivery of nearly $60 million. The mid-term review in 1989 and the end-of-programme assessment in 1991 show that during the fourth cycle, UNDP responded effectively to the demands of the Government by facilitating the execution of high-impact national programmes.

17. Poverty reduction. Noteworthy activities included support for the formulation of the National Plan for the Eradication of Poverty and its seven basic programmes, the establishment and management of the relevant Office of Presidential Counsellor, the compilation of a set of social indicators of poverty and integrated activities to benefit the disadvantaged living in marginal settlements in Bogotá, Medellín, Cali and Cartagena and in indigenous areas throughout the country. UNDP facilitated the reorientation and execution of the National Rehabilitation Plan, which has guaranteed a State presence and democratic development in areas of armed conflict and has raised the share of total public investment received by the 300 poorest municipalities from 4 per cent in 1986 to 14 per cent in 1990. Between 1986 and 1989, the percentage of the poor population of the eight principal cities fell from 21.6 per cent to 16.5 per cent, and the proportion of families in conditions of extreme poverty fell from 6 per cent to 3.9 per cent.

18. Reform, modernization and decentralization of the State. UNDP has helped in designing strategies for institutional change at the national, regional, departmental and municipal levels. It has participated actively in the development of local institutional capacity to manage the drinking water and basic sanitation sector and has carried out activities to consolidate the health sector and to modernize various organizations and authorities, such as the judicial branch, the Ministry of Foreign Affairs, the housing sector and the customs service. Cooperation had a particular impact on the design and

setting up of the National Disaster Prevention and Relief System; on the process of creating and strengthening a culture of respect for human rights, from the judicial system at the municipal level to the management of a specialized Office of Presidential Counsellor; on the organization of the National Confederation of Non-governmental Organizations and the establishment of a network of services for them; and on the activities of the Presidential Commission for Civil Service Reform, created in 1989, whose proposals were an important input for the National Constituent Assembly. Noteworthy among the cooperation activities of UNDP in the process of political, fiscal and administrative decentralization were, at the central level, its support for a project to consolidate the territorial planning system and the decentralization process; at the departmental level, its support for the execution of innovative models of decentralized, financial and institutional management in Antioquia, Valle del Cauca and Cundinamarca; and at the municipal level, the execution of pilot activities involving support for local management and popular participation in various municipalities.

19. Modernization of the production sectors. Support was provided for the preliminary definition of industrial modernization policies, the establishment of the basis for the development of the capital goods industry, a number of activities to benefit medium-scale industries, programmes to strengthen the mining industry and the implementation of a new model for rural cooperative enterprises, which has so far benefited 22,000 families. It should be noted that the overall impact of cooperation in this area has been less than in other areas, basically because the comprehensive definition of governmental strategy had barely begun in 1990.

20. Environmental development. Cooperation in this area has placed special emphasis on the mobilization of bilateral cooperation resources and on support for the hydrological network, the formulation and execution of the Forestry Plan of Action for Colombia, sustained development of the rain forest on the Pacific coast and the rationalization of the use of fuels for agro-industrial production.

21. Three complementary experiences in the thematic areas have been of particular relevance: the aforementioned Special Cooperation Programme; the cooperation of the United Nations International Drug Control Programme (UNDCP), which focused, in coordination with UNDP, on wide-ranging crop-substitution projects, the prevention and treatment of juvenile drug addiction and support for the judicial system; and the expansion of cooperation among developing countries, including the innovative modality of complementary binational projects undertaken jointly with Ecuador and Venezuela.

22. The assessments concluded that the cooperation strategy of UNDP, which was highly appreciated by the Government, responded to the priority demands of strengthening national capacity and was positive in terms of relevance, efficiency, impact and sustainability. The strategy involved a high degree of complementarity and continuing dialogue between the Government and UNDP, provided for UNDP support for the formulation of national plans and sectoral

and territorial programmes, facilitated considerable national execution of projects, promoted high levels of cost-sharing, consolidated UNDP administration of the technical cooperation components of various externally financed projects and was bolstered by the Government's fulfilment of its financial and budgetary, technical and logistic commitments. Also of note was the exceptionally successful coordination with the specialized agencies of the United Nations system represented in Colombia, as well as with multilateral banking institutions.

23. The principal recommendations emerging from the assessments are to continue the cooperation strategy of UNDP in Colombia, to maintain the programme management mechanisms established between UNDP and the Government and to enhance coordination with the specialized agencies of the United Nations system and multilateral banking institutions. It was also recommended that steps should be taken to address difficulties concerning the commitment of resources to some projects whose execution would extend over a long period of time and the concentration of expenditures during the first part of the period, which detracted from the programme's flexibility; the weakness of some evaluation mechanisms; and the possible extension of personnel contracts beyond the period of the cooperation projects.

B. Proposals for UNDP cooperation

1. Preparatory process

24. The fifth-cycle preparatory process began in the second half of 1990. At various meetings an analysis was carried out of the priorities of the new National Development Plan and UNDP programme guidelines, particularly those laid down in General Assembly resolution 44/211 of 22 December 1989 and UNDP Governing Council decision 90/34 of 23 June 1990. As a result, the Government requested UNDP to maintain its cooperation strategy in Colombia, and four thematic areas for the new programme were identified on a preliminary basis.

25. Between November 1990 and January 1991, basic documents were prepared, with the support of national specialists and UNDP, for each of the proposed thematic areas, describing Government policies and identifying fields for possible support by UNDP and the specialized agencies of the United Nations system under the cooperation strategy laid down. Those documents and the overall assessment of the fourth programme were thoroughly analysed at working meetings with Government authorities and representatives of the United Nations specialized agencies in Colombia. The meetings resulted in a unanimous decision to adopt the proposed programme guidelines for the fifth programme as a framework for cooperation by the agencies and for mobilizing bilateral cooperation resources. They also induced the Government to prepare its international cooperation plan.

26. The fifth cycle programme, prepared by the Government with the support of UNDP, represents the consensus reached through the process described above involving the Government authorities, the specialized agencies of the United

Nations system and UNDP. The final formulation of the fifth programme set forth in detail the guidelines and recommendations put forward in the note by UNDP, with which it is fully compatible.

2. UNDP cooperation strategy

27. The fifth programme will maintain the UNDP cooperation strategy in Colombia, in accordance with the recommendation resulting from the fourth cycle and the request by the Government, and is designed to strengthen the national capacity to carry out the whole range of development policies by focusing cooperation on four basic tasks:

(a) Support for devising national programmes and effective mechanisms for institutional action;

(b) Facilitating the execution of ongoing, innovative and highly effective actions which can serve as models to be followed for achieving development objectives when this would be necessary in order to guarantee the viability of national programmes;

(c) Participation in the promotion of technical cooperation, the mobilization of resources for technical and international financial cooperation and in encouraging participation by non-governmental organizations (NGOs) and grass-roots and private-sector organizations for programme execution;

(d) Strengthening procedures for monitoring and evaluating the effectiveness and impact of national programmes by ensuring that cooperation includes technical supervision of development in order to assess, with complete independence, the management of the new model and the relevance of international support.

28. UNDP cooperation will continue, therefore, to have special characteristics, since its field of concentration is more functional than thematic, by focusing on the critical areas in the set of priorities laid down in the national development policy. Through this strategy it will be possible to make use of the comparative advantages of UNDP cooperation, which include in particular: the Programme's capacity to facilitate access by national institutions to international experience and external cooperation; its flexibility in mobilizing technical and financial resources for essential areas in national programmes; its political and sectoral neutrality, which helps to develop new channels of communication and coordination between the various administrative sectors and levels and new approaches for cooperation between the State and social agents in development programmes; and its existing capacity to manage the resources from other cooperation sources which are entrusted to it. Furthermore, UNDP will continue to strengthen its coordination structure with the other United Nations specialized agencies and multilateral banks. By making use of these advantages, the UNDP cooperation strategy can have a considerable impact on national programmes in spite of the reduced level of IPF resources, which will basically serve as seed money.

3. Selected areas of concentration for UNDP cooperation

29. In accordance with the strategy set forth, the thematic areas of cooperation in the fifth cycle are in accordance with national development policy priorities and, at the same time, with the overall human development targets which guide the work of UNDP. In each of the areas of concentration there are guidelines for action which define external support requirements for strengthening national programmes and focus on the cooperation tasks referred to above. The requirements to be met by UNDP with the resources entrusted to its management, which are defined as "UNDP support", and the resources through which it will promote coordinated support by the United Nations specialized agencies and other multilateral and bilateral cooperation agents, defined as "promotion of cooperation", are then identified.

Social development and poverty elimination

30. National objectives: ensuring universal basic-assistance coverage, with emphasis on impoverished and vulnerable groups, maximizing effectiveness at all levels of assistance in the sectors of education, health, drinking water, basic sanitation and nutrition through strengthening of the institutional capacity, financial restructuring, decentralization of the respective sectors and the development of basic-assistance technologies and strategies with the active participation of the local community; and reorganizing the management responsibilities and mechanisms of the State and target communities.

31. UNDP cooperation will focus on the following programmes:

(a) Technical reorientation of the social policy. UNDP support for the National Planning Department (DNP) in order to reorient social policy in: the transfer of functions to territorial organizations; effective focusing of social expenditures on the poorest groups; modernization of social management mechanisms; reorientation of State social subsidies to focus directly on demand; transforming ministries into planning and coordination bodies; and more effective involvement of non-governmental agencies in social-policy execution; and promoting cooperation in carrying out actions planned;

(b) Education. UNDP support for the Ministry of Education in order to: design and set up a system to monitor and evaluate the quality of education; organize social service by university graduates in basic secondary education; incorporate environmental-education and human-rights-training components into the education curriculum; devise a loan and scholarship system for the secondary level covering 165,000 pupils; design a system of loans for university students with funds amounting to $80 million between 1992 and 1995; carry out studies and proposals to reorient, in conjunction with the National Service of Apprenticeship (SENA), the relationship between the general education system and the technical training system; promote cooperation with the Ministry of Education and organizations involved in designing the mechanisms necessary for establishing a pre-school programme covering 630,000 children by 1995; achieve universal basic primary education through the establishment of 200,000 new places; increase basic secondary-education

coverage from 46 per cent in 1991 to 70 per cent in 1995; introduce new educational technologies; establish a doctoral programme in the country; introduce population education and promote the elimination of discriminatory sexual stereotypes; reorient public-sector functions and responsibilities in the field of culture; and design and set up cultural networks and establish a mechanism for existing cultural funds;

(c) Health and social security. UNDP support for the Ministry of Health and the Social Security Institute in reformulating the national medicine management policy; devising and setting up on a trial basis a system of prepaid medical care; organizing a national programme to optimize care at 11 university, 45 regional and 100 local hospitals; carrying out technical studies in order to reorganize the current social security system; preventing acquired immunodeficiency syndrome (AIDS); promoting cooperation with the Ministry of Health in designing and implementing a programme to strengthen health services at the local level; sectoral decentralization emphasizing the establishment of sectional and local health funds at a new stage; organization of a national network to deal with emergencies; mass prevention of women's diseases; strengthening the maternal and child care programme in order to achieve full coverage of vulnerable groups by 1994; and cholera prevention and control;

(d) Social-sector equipment. UNDP support for strengthening the institutional structure of the drinking water and basic sanitation sector in order to increase coverage by means of conduits from 66 per cent to 76 per cent and by means of sewerage from 51 per cent to 57 per cent between 1991 and 1994. UNDP support and promotion of cooperation in order to continue the process of reorganizing subsidies and private and public management, particularly municipal management, in the field of socially oriented housing, with emphasis on designing mechanisms for providing housing to the poorest groups;

(e) Nutrition subprogramme. Promotion of cooperation with the Ministry of Health and the Colombian Family Welfare Institute in designing the necessary mechanisms to optimize and expand supplementary nutritional care for pregnant and nursing women and children from zero to seven years of age; increase the provision of food aid to indigenous communities, support the institutional consolidation of the Institute; and expand the epidemic, food and nutrition surveillance system throughout the country;

(f) Support for special-assistance social groups. UNDP support for the Presidential Commission on Youth, Women and the Family in formulating and promoting social and productive programmes for vulnerable groups, particularly women, young people and the elderly. Promotion of cooperation in order to carry out such plans and programmes.

32. It will be possible to assess the impact of UNDP cooperation on the basis of the extent to which it helps to achieve the targets set for sectoral coverage, reduce the growth indicators for the poor population, achieve transparency in the allocation of social subsidies, set up managerial systems

for management in social-sector organizations, transform ministries in the sector into planning and decentralized bodies with regard to the provision and administration of services, and devise and set up a national system of indicators for the overall social situation making it possible to take decisions, analyse results and evaluate social development programmes on an ongoing basis. UNDP assistance will complement Government programmes through a programme-oriented approach and will be nationally executed under the supervision of the Government agencies referred to. Some components will be executed by non-governmental organizations, particularly the pilot primary health-care strategies, or co-executed by private agencies, such as in devising prepaid medical-care systems. The specialized agencies of the United Nations system will participate as cooperating agents. The Government, UNDP and the agencies will pay particular attention to designing and setting up a national system to evaluate social development programmes, devise indicators for the overall social situation and optimize the indicators relating to poverty and quality of life. The IPF resources allocated to this area amount to $4.6 million, which makes up 47.35 per cent of IPF. Cost-sharing is estimated at $25 million.

33. Complementary cooperation. Complementary cooperation will be provided in the following ways:

(a) Technical reformulation of the social policy: The World Bank, the Inter-American Development Bank (IDB), the United Nations Children's Fund (UNICEF), the World Food Programme (WFP), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Office for Project Services (OPS)/World Health Organization (WHO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Population Fund (UNFPA) and the United Nations Development Fund for Women (UNIFEM);

(b) Education: The World Bank with a loan of $80 million for universal primary education, the student loan system and technical training; IDB in the development of higher education; UNESCO in establishing the pre-school programme, curriculum reorientation, quality evaluation and setting up the doctoral programme in the country; UNICEF in consolidating the new school methodology in rural areas; UNFPA in population education; the United Nations International Drug Control Programme (UNDCP) in preventing drug addiction and the Organization of American States (OAS) in the institutional strengthening of the Ministry of Education and the development of basic education, higher education and technical training;

(c) Health and social security: The World Bank with a loan of $19 million to consolidate the primary health care system; IDB in hospital maintenance; OPS/WHO in primary health care strategies for women, the prevention of AIDS and cholera control; UNICEF in the maternal and child health programme and pilot experiments relating to local health management; UNFPA in the maternal and child health programme and the prevention of AIDS; UNDCP in the prevention and treatment of drug addiction;

(d) Social-sector equipment: The World Bank with a loan of $150 million for the drinking-water sector; the Government of the Netherlands in the construction of water conduits; the United Nations Centre for Human Settlements (Habitat) (UNCHS) in the construction of housing;

(e) Nutrition: The World Bank with a loan of $24 million for strengthening the Welfare Home Programme and the institutional consolidation of the Colombian Institute of Family Welfare; WFP in nutrition for vulnerable groups; UNICEF in strategies for providing care to pregnant and nursing women; support for drawing up the national nutritional care and surveillance strategy and consolidating the epidemic, food and nutrition surveillance system; and OAS in food biotechnology;

(f) Support for special-assistance social strata: UNIFEM in the field of health and education for women; UNICEF in coordinating the policy on women with actions to provide assistance in the field of education, health and productive support; UNFPA with reproductive health programmes for adolescents; the Inter-American Institute for Cooperation on Agriculture (IICA) in providing assistance to rural women; and UNDCP in promoting community participation, and the prevention and treatment of drug addiction.

Economic liberalization and development of production

34. National objectives. Promotion of the country's economic growth by creating the necessary macroeconomic, institutional, technological, infrastructure and managerial conditions in order to encourage modernization and the development of national productive sectors that are highly competitive in foreign markets and to optimize the provision of supplies to national markets.

35. UNDP cooperation will focus on the following programmes:

(a) Institutional reorganization. UNDP support for the Ministry of Public Works and Transport in order to plan its reorganization and design a decentralized structure for the sector; for the National Customs Office in order to continue its modernization; for both institutions in order to set up monitoring systems relating to unfair trade practices; and for the Ministry of Foreign Relations in order to upgrade its management capability. Promotion of cooperation with the Ministry of Economic Development and Foreign Trade and private trade-union organizations in order to design support mechanisms for organizing small and medium-size producers with an export potential and reorient international trading organizations;

(b) Scientific and technological development. UNDP support for and promotion of cooperation with the National Service of Apprenticeship (SENA) in order to restructure and modernize it; with the Ministry of Development, SENA and trade unions in order to design and set up centres for development, research, promotion, dissemination and technical information by making use of the national infrastructure and in order to establish technical norms and mechanisms for standardization, normalization, metrology, certification and

quality control; and for the Quality Corporation in order to promote efforts to ensure overall quality control;

(c) Industrial restructuring. UNDP support for and promotion of cooperation with the Ministry of Economic Development and trade unions for setting up a system to provide information and promote international technical cooperation for private enterprises; establishing information systems for enterprise management; carrying out studies for the development of the capital goods industry; conducting the necessary studies for the industrial reconversion process; and mining development. Promotion of cooperation with DNP and the non-governmental organizations specializing in carrying out the national plan for the development of small businesses, with emphasis on their technological modernization;

(d) Agricultural development. UNDP support for and promotion of cooperation with the Ministry of Agriculture, its related agencies and trade unions in strengthening the planning and execution of national irrigation actions; marketing agricultural products and post-harvest management; promoting the export of fruit, vegetables and fish products; negotiating at the Uruguay Round of the General Agreement on Tariffs and Trade (GATT); agrarian reform; transfer of technology; meteorology for production planning; and the large-scale introduction of productive technologies for rural women;

(e) Modernization of the foreign trade infrastructure. Promotion of cooperation with the Civil Aviation Administration Department in order to develop the existing airport network; and the Ministry of Public Works and Transport for the privatization and modernization of ports, the modernization of the road network and the development of the multiple transport system.

36. The impact of UNDP cooperation depends on its contribution to the achievement of the objectives set out in the macroeconomic programme, particularly those relating to the increase in GDP, productive investment, industrial productivity, agricultural output, exports and employment, as well as on the attainment of the goals of maintaining real wages and salaries, improving basic infrastructure, and privatization. UNDP assistance will complement government programmes on the basis of a programme approach in the area of agricultural development. As regards the other programmes, in view of the current lack of a consolidated and integrated institutional infrastructure, cooperation will continue in the form of projects, which in each case will be coordinated with the Government's activities. UNDP assistance will be executed nationally by government agencies with the active participation of private labour organizations and specialized NGOs. Care will be taken to ensure that the participation of the private sector in projects extends to responsibilities for cost-sharing. The specialized agencies of the United Nations system will also provide cooperation. IPF resources allocated to this area total $2 million, which accounts for 20.58 per cent of the IPF. Government and private-sector cost-sharing is expected to total $10 million.

37. Non-core cooperation. Non-core cooperation will be provided in the following areas: (a) Institutional restructuring: a World Bank loan of $200 million for the strengthening of the Colombian Institute for Export

Promotion (PROEXPO), IDB cooperation for institutional strengthening and UNCTAD for streamlining the customs system; (b) Scientific and technological development: the United Nations Industrial Development Organization (UNIDO) will cooperate in the development of technology transfer centres for small and medium-sized industries, the restructuring of SENA and comprehensive quality management; United Nations Fund for Science and Technology for Development (UNFSTD) in the formulation of projects in science and technology, and the International Atomic Energy Agency (IAEA) in the field of energy technology; (c) Industrial restructuring: the World Bank will provide $200 million for industrial restructuring, $80 million for the development of small and medium-sized industries and $150 million for the restructuring of the Industrial Development Institute (IFI); IDB will cooperate in the area of microenterprises, UNIDO in the development of the capital goods industry and the elaboration of reconversion plans in association with trade unions; the International Labour Organisation (ILO) in microenterprise programmes, the European Economic Community (EEC) in information systems and the promotion of technical cooperation for private enterprises and information systems for the management of enterprises; (d) Agricultural development: the World Bank will provide $63.4 million for research and extension programmes in agriculture, $78.2 million for small irrigation districts, $114 million for the rehabilitation of irrigation systems, $75 million for integrated rural development and $50 million for product diversification in coffee-growing areas. Loans for agricultural marketing and for technology transfers are in the pipeline: FAO will cooperate in irrigation programmes, marketing, strengthening of the fishing industry, export promotion, improving the quality of agricultural output, strengthening of international negotiating capacity, and agrarian reforms. TCDC activities will also be carried out in the field of aquaculture. ILO will cooperate in rural enterprises; IAEA in technologies for the improvement of agricultural products; ITC of UNCTAD in marketing and export promotion, UNDCP in agricultural development for crop substitution; WMO in hydrometeorology; UNIFEM in technologies of the food cycle; (e) Modernization of the export infrastructure: the World Bank will provide $42.8 million for the rehabilitation of ports and modernization of the road network; and ICAO will provide assistance for the airport network.

Territorial development and modernization of the State

38. National objectives. To implement the new institutional order derived from the Constitution promulgated in July 1991; to strengthen democracy based on the active participation of grass-roots organizations and respect for human rights; to develop a modern and efficient civil service; to bolster the process of decentralization through the institutional and administrative strengthening of local authorities.

39. UNDP cooperation will be directed to the following programmes:

(a) Administrative modernization. UNDP support to the Office of the President of the Republic in coordination with the office of the Attorney-General and Comptroller-General in the implementation of the programme for the streamlining of the public sector; for the elimination of

corruption in the civil service and decentralization; and for the implementation of the programme for strengthening public management capacity. Support for the Office of the President of the Republic and the Ministry of the Interior in the elaboration of legal regulations for institutional restructuring consistent with the new Constitution. Support to ministries and other bodies which, in the view of the National Planning Department (DNP), require technical cooperation for undertaking studies and formulating proposals related to the redefinition of their functions; to the DNP for strengthening the National Planning System; and the Department of Civil Service Administration for the restructuring of the civil service career system. Providing cooperation to entities and public enterprises which, in the view of DNP, require technical cooperation for the management of the privatization process;

(b) Decentralization. UNDP support to DNP for furthering the process of local management of external cooperation; to the Office of the President of the Republic, DNP and local bodies in strengthening institutions and management capacity at the local level; and to the system of support for the institutional development of municipalities and the National Rehabilitation Plan for the design and implementation of decentralized integrated programmes to provide basic services through national agencies;

(c) Human rights. UNDP support and cooperation provided to the Office of the Presidential Counsellor for Human Rights and related institutions in activities designed to strengthen institutions and to provide better information and education in the area of human rights and to undertake campaigns aimed at eliminating discrimination and the ill-treatment of children and women.

40. The impact of UNDP cooperation can be measured by its contribution to the promotion of the standards set forth in the new Constitution, to the redefinition of the functions of all bodies and levels of government, the establishment of a new civil service career system, the full operation of the system of participatory planning of public investment, the achievement of the specific goals of the programme for the institutional development of municipalities and the National Rehabilitation Plan, the establishment of the system of local management of external cooperation and a significant improvement in the indices of respect for human rights. UNDP assistance will complement the programmes of the Government through the programme approach, in relation to the programme for the institutional development of municipalities, the National Rehabilitation Plan and the subprogramme on human rights. Since numerous government agencies and authorities are involved, the programme of support for administrative modernization will be implemented on a project basis, each project to be coordinated with the government programmes. UNDP assistance will be executed by the government agencies referred to above and any established by DNP, with the participation of specialized NGOs, particularly in the areas of advisory services to municipalities and the promotion of respect for human rights. The specialized agencies of the United Nations system will participate as cooperating agencies. IPF resources allocated to this area total $2.16 million, which represents 22.23 per cent of the IPF. Cost-sharing is expected to amount to $17.5 million.

41. Non-core cooperation. Non-core cooperation will be provided in the following areas: (a) Administrative modernization: the World Bank and IDB will provide $710 million for public sector reform, including technical assistance in the amount of $10 million administered by UNDP; with resources from the Management Development Programme (MDP), the programme of assistance in public management and civil service careers will continue; the Inter-American Development Bank/the Economic Commission for Latin America and the Caribbean/and the Latin American Institute for Economic and Social Planning (IDB/ECLAC/ILPES) will provide assistance for the public investment planning system; and OAS will cooperate in the elaboration of a public investment project bank; (b) Decentralization: the World Bank will provide $60 million for the development of local government including technical assistance in the amount of $4 million administered by UNDP; and IDB will provide a loan for municipal development; (c) Human rights: UNICEF assistance will be provided in relation to the rights of women and children. The United Nations Latin American Institute for the Prevention of Crime and Treatment of Offenders (ILANUD) will cooperate in the area of crime prevention; the United Nations Centre on Human Rights in the area of training, technical assistance and support for dissemination; the Government of the Netherlands in respect of human rights advocates; and the Government of Germany in the area of human rights education.

Sustained environmental development

42. National objectives. To design and initiate the implementation of a comprehensive strategy for the preservation, management and utilization of environmental resources, including the establishment of an appropriate institutional framework, the promotion of specialized research, pollution control and the development of cutting-edge technologies in biology, biotechnology and genetic engineering.

43. UNDP cooperation will be provided for the following programmes:

(a) Institutional restructuring. UNDP support to DNP and to INDERENA in the design and implementation of a new institutional structure for environmental management, including the Ministry of the Environment, its support agencies and environmental organizations at the municipal and community levels. The promotion of cooperation for the establishment of criteria and a system of advisory services for the execution of sectoral and regional environmental management plans, with the participation of NGOs and the community;

(b) Research and environmental development. The promotion of specialized cooperation in the area of the new institutional framework for environmental management in the implementation of studies and experimental programmes designed to determine the potential of specific ecosystems and the techniques for their proper management; exploitation of natural energy sources; the development of appropriate technologies for water supply and the management of aquifers for domestic and industrial use and for the clean up of

bodies of water; control of urban and industrial pollution; the development of cutting-edge technologies in biology, biotechnology and genetic engineering; implementation of the Forest Plan of Action for Colombia; and the establishment of a project bank for promoting international cooperation in the field of the environment.

44. The impact of UNDP cooperation can be seen from the establishment of the Ministry of the Environment and its support agencies; the establishment of sectoral plans for reducing environmental impact and of regional environmental management plans; the reduction of deforestation and the increase in reforested areas; the decline in pollution in cities and in water systems; the functioning of the environmental research network; and the operation of the project bank for international cooperation in the field of the environment. UNDP assistance will complement government programmes through the programme approach and will be executed by government agencies. Environmental research and development programmes will be executed by government agencies, universities, NGOs and private sector groups. The specialized agencies of the United Nations system will participate as cooperating agencies. IPF resources allocated to this area total $956,000, which accounts for 9.84 per cent of the IPF. Cost-sharing is expected to total $9.7 million.

45. Non-core cooperation. Non-core cooperation will be provided in the following areas: (a) Institutional restructuring: the Government of Italy will provide assistance for the establishment of the Ministry of the Environment and its support agencies; (b) Environmental research and development: World Bank loans will be provided for the clean-up of the Bogotá River and for forestry development and environmental protection; the Global Environment Facility (GEF) will provide resources for research in the field of biodiversity; the Government of the Netherlands will cooperate in the implementation of the forestry plan of action, as well as studies and projects in the area of environmental management on the Pacific coast and in the Amazon region; OAS will provide cooperation in connection with the Treaty for Amazonian Cooperation; and the Government of Canada will provide assistance for research and programmes in the field of environmental management.

C. Cooperation not included in the selected areas of concentration

46. UNDP support to the Office of the President of the Republic in the consolidation of the National System for the Prevention and Management of Emergencies. This programme is funded from UNDP special resources and benefits from the cooperation of UNDRO in the area of technical assistance and risk assessment, the Government of Canada in the area of the seismic network and the Government of Japan in the field of technical assistance and equipment. It also benefits from the cooperation of UNDCP, provided in coordination with UNDP, which includes projects for crop substitution in the amount of $19 million, the prevention and treatment of juvenile drug addiction in the amount of $15 million and support for the judicial system in the amount of $3.8 million. The financing of these projects includes financial

cooperation from the Government of Italy in the amount of $20 million. Support for the management of international cooperation in DNP, for its technical strengthening, the implementation of the NaTCAP methodology and the continuation of the Special Programme of Cooperation, with special resources and additional funds totalling $830,000.

D. Implementation and management plans

47. The functions of coordination, follow-up and evaluation of the programme will be the joint responsibility of UNDP and DNP, in its capacity as the national body responsible for the coordination of international technical cooperation, the formulation and evaluation of national plans and programmes and for the preparation of the national public investment budget.

48. The mid-term review scheduled for 1994 coincides with the change of Government, and it might therefore be an appropriate time to introduce changes in the thematic areas and to review, in particular, the implementation of the recommendations from the comprehensive evaluation of the fourth country programme in relation to the rate of implementation.

49. In keeping with UNDP policies and based on the positive results of the fourth cycle, during the fifth country programme the method of national execution will be consolidated in order to strengthen the Government's capacity to assume all the administrative functions it is expected to perform under this arrangement, while the management and technical aspects of cooperation programmes remain the responsibility of national agencies. The Government is prepared to expand its management role in project execution and considers this useful in order to ensure the maximum institutional linkages for cooperation and a greater commitment to national programmes on the part of consultants.

50. In order to strengthen national capacity and to maximize the impact of the fifth country programme, the latter is focused on areas of cooperation that include the support and technical backstopping of UNDP, UNDP-administered funds, the specialized agencies of the United Nations system and other sources of cooperation, and on national development programmes that are implemented largely from national resources. The definitive formulation of the areas of cooperation will begin immediately and will take into account the expected impact of the national programmes. These areas, which include the implementation of interlinked activities, will attempt to concentrate technical cooperation on small territorial areas in order to maximize its impact. The project execution modality will be used for specific aspects of technical cooperation.

51. The management of cooperation will be the responsibility of a national director, who will be the Minister or Director of a government department with the maximum authority for the sector in question; an executive council, made up of representatives of the national agencies concerned; a manager designated by the National Director and supported by a committee of cooperation partners,

comprising representatives of the sources of cooperation linked to the area in question. Each area will establish mechanisms for project and impact assessments in accordance with the goals of the national programmes. In this regard, the specialized agencies of the United Nations system may cooperate in the implementation of highly technical components and, more particularly, in the formulation and evaluation of national programmes that are linked to the fifth programming cycle.

52. It is important to note that the Government, with the support of UNDP and other agencies, particularly UNICEF, has set development objectives that are consistent with the overall goals of the United Nations system and the human development strategy. Accordingly, it has established a long-term process which defines activities, responsibilities and five-year targets, as well as a system of appropriate indicators for their follow-up and impact assessment.

53. In the implementation of the fifth programming cycle, the use of the TCDC modality will be strengthened as a mechanism for the implementation of UNDP assistance, enhancing, at the same time, the country's capacity to consolidate the supply and demand for TCDC with other countries, particularly those of Latin America and the Caribbean, with a view to accelerating the process of regional integration. At the same time, the other mechanisms administered by the United Nations will be used in order to provide the human resources for development, particularly the United Nations Volunteers programme and the United Nations International Short-term Advisory Resources. Particular emphasis will be placed on the optimization of the substantive and operational links with global programmes, especially the regional programme for Latin America and the Caribbean, in view of the fact that the latter programme is consistent with and complements the content of the present programme.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF and cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

	(Thousands of dollars)	
Carry-over from fourth cycle IPF	(1 984)	
Fifth cycle IPF	11 700	
Subtotal IPF		9 716
Project cost-sharing (Government)	58 500	
Project cost-sharing (third party)	3 766	
Programme cost-sharing	-	
Subtotal cost-sharing		62 266
Total		71 982

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

Area of concentration	IPF	Cost-sharing	Total	Percentage of total resources
Social development and elimination of poverty	4 600	25 000	29 600	41.12
Economic liberalization and productive development	2 000	10 000	12 000	16.67
Development of local government and State modernization	2 160	17 500	19 660	27.31
Environmental development	956	9 766	10 722	14.90
Subtotal	9 716	62 266	71 982	100.00
Unprogrammed reserve	-	-	-	-
Total	9 716	62 266	71 982	100.00

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III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES

	(Thousands of dollars)	
A. UNDP-administered funds		
Special Programme Resources	1 300	
UNCDF	-	
UNSO	-	
UNIFEM	-	
UNRFNRE	-	
UNFSTD	-	
Subtotal		1 300
B. Other United Nations resources		
JCGP participating agencies		
UNFPA	1 030	
UNICEF	-	
WFP	10 000	
IFAD	-	
Other United Nations agencies (non-UNDP financed)	37 800	
Global Environment Facility	9 000	
Subtotal		57 830
Total non-core and other United Nations resources		59 130
C. Non-United Nations resources		-
Total		59 130

Annex II

PROGRAMME MATRIX

Area of concentration	Area of focus a/					
	Poverty eradication and grass-roots participation	Environment and natural resource management	Management development	TCDC	Transfer and adaptation of technology	WID
I. Social development and elimination of poverty						
Social policy	*		*			
Education	*	*		*	*	
Health and social security	*		*			*
Social infrastructure	*	*	*	*	*	*
Nutrition	*					*
Support for vulnerable groups	*			*		*
II. Economic liberalization and productive development						
Institutional restructuring			*		*	
Scientific and technological development			*		*	
Industrial restructuring			*	*	*	*
Agricultural development	*	*	*	*	*	*
Foreign trade modernization			*		*	
III. Land development and State modernization						
Administrative modernization			*		*	
Decentralization	*		*	*		
Human rights	*		*			*

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Area of concentration	Area of focus a/					
	Poverty eradication and grass-roots participation	Environment and natural resource management	Management development	TCDC	Transfer and adaptation of technology	WID
IV. Sustained environmental development						
Institutional restructuring		*	*	*	*	
Environmental research and development	*	*	*	*	*	*

a/ Asterisks indicate major linkage only.